

JAHNKE/CHIPPENHAM DEVELOPMENT AREA PLAN

**Adopted By The Chesterfield County
Board of Supervisors
July 27, 1983**

**Prepared by:
PRC Voorhees, Consultants**

**In Conjunction with Chesterfield County
Planning Department**

CHESTERFIELD COUNTY: At a regular meeting of the Board of Supervisors, held at the Courthouse on July 27, 1983, at 7:00 p.m.

On motion of the Board, the following resolution was adopted:

WHEREAS, Title 15.1, Chapter 11, Article 4, of the Code of Virginia provides for preparation of a comprehensive plan by all Virginia localities by July 1, 1980; and

WHEREAS, the present Chesterfield General Plan 2000 Land Use and Public Facilities was adopted June 22, 1977; and

WHEREAS, the Planning Commission has reviewed the Jahnke-Chippenham Development Area Study for Amendment of the General Plan 2000 and has recommended that the Amendment be adopted; and

WHEREAS, the Chesterfield County Board of Supervisors has reviewed the Jahnke-Chippenham Development Area Study for Amendment to the General Plan 2000; and

WHEREAS, the Chesterfield County Board of Supervisors has considered public comments relative to the Amendment of the General Plan 2000.

NOW, THEREFORE, the Chesterfield County Board of Supervisors resolves to adopt the Amendment to the General Plan 2000 with the following statements of conditions and policies:

A. The Plan is to be considered as the basic planning document for the Jahnke-Chippenham Study Area of Chesterfield County. The policy guidance for the Plan should come principally

from the Jahnke-Chippenham Study Area proposed land use plan.

B. This Amendment is intended to be general in nature; specific in location; actual character and extent of uses are not intended to be shown thereon.

C. The designation of public facilities and uses on the Amendment is an expression of intent by the County to establish the facilities, although the expressed location is general (as shown thereon) and scheduling of public land acquisition or improvement is advisory only.

D. The designation of private uses is general and advisory only and does not obligate the County to provide public facilities or utilities to any property or to include any property in any particular zoning district in accordance with the Amendment; nor does the Amendment prevent the County from including any property in any particular zoning district which is not in accordance with the Amendment.

E. The Amendment is not intended to be a Zoning Ordinance, but is intended to be a comprehensive guideline for the Zoning Ordinance and Amendments thereto. The Board of Supervisors is not obligated to follow this Plan in their regular decisions to amend the Zoning Ordinance and likewise, the Amendment should not be relied upon as the only justification for, or against, zoning applications. This planning process is entirely open to any citizen or landowner at all times.

Vote: Unanimous

LIST OF PARTICIPANTS

BOARD OF SUPERVISORS:

Mr. J. Royall Robertson, Chairman
Mr. R. Garland Dodd, Vice Chairman
Mr. C.L. Bookman
Mr. Harry G. Daniel
Mrs. Joan Girone

PLANNING COMMISSION:

Mr. Lawrence R. Belcher, Chairman
Mr. David E. Thomas, Vice Chairman
Mr. Kelly Miller
Dr. Max Moszer
Mr. William C. Lindsey, Jr.

Mr. Richard L. Hedrick, County Administrator
Mr. Stanley R. Balderson, Director of Planning

Citizens of Chesterfield County

Introduction

A need has developed to amend the County's Plan for Land Use in an area adjacent to Chippenham Parkway north of Route 60 (Midlothian Turnpike). The need has arisen due to recent development proposals affecting the area as well as anticipation of Powhite Parkway being extended. Several limitations must be overcome if an integrated pattern of development is to be achieved in this area of the County. Of major concern is the generation of a large amount of new traffic volume in an area already experiencing high traffic volumes. Additionally, previous development of the area has limited options for access to the area in question, and the construction of Powhite Parkway will further limit those options.

The Board of Supervisors has established a record of concern for the quality of life in existing residential areas west of the Development Area. Previously proposed development has been reviewed for its impact on adjacent residences, as well as its compatibility with the road network. Development proposals which tend to change the character of the area, or which might lead to traffic safety problems have been rejected by the Board. The area adjacent to Jahnke Road has been of particular concern in the past. The Board of Supervisors and Planning Commission have been opposed to action which might introduce excess traffic or commercial development along Jahnke Road.

This Plan respects the integrity of existing residential neighborhoods west of the Development Area. Powhite Parkway will, to some extent, change the character of those neighborhoods. However, this Plan seeks to suggest a development pattern which will minimize the major impacts of noise, traffic, light, and activity on adjacent neighborhoods.

The 1982 Executive Park zoning included a plan for access to Executive Park from Chippenham via the loop in the southwest quadrant of the Jahnke Road interchange and from Executive Park to Chippenham both northbound and southbound via new ramps. This plan for access was rejected by the VDH&T administration because it violated limited access on Chippenham Parkway. From November 1982 until January 1983, representatives of Executive Park and the property north of Jahnke Road met with County and VDH&T representatives to evaluate alternatives for access in this area. The conclusions of these meetings were that the only plan for access in the Jahnke Road area that VDH&T would approve involved access to adjacent properties via one or more intersections on Jahnke Road, and that the traffic resulting from

land uses proposed by property representatives at that time clearly exceeded any capacity that could be provided by intersections on Jahnke Road. Thus, the potential for property development in the area to outstrip any possible traffic capacity in the Jahnke Road area was clearly documented, and the necessity for a plan to tailor land use to fit available access capacity was recognized by the Board of Supervisors.

This Plan is proposed knowing that physical limitations will have to be overcome if unacceptable development pattern is to be achieved. Further, the Plan is general in nature, preferring to recommend land uses that are suitable without identifying specific sites or characteristics. The opportunities, constraints, and method of analysis have been identified in the following text, and a recommendation as to the most suitable pattern of land use has been developed.

Description of The Study Area

The Jahnke-Chippenham Development Area comprises 417 acres of land in the Midlothian Magisterial District of Chesterfield County. The eastern and northern boundaries of the Area are well defined by Chippenham Parkway and the Southern Railroad right-of-way, respectively. The southern and western boundaries are defined by property lines (see map 1).

The Development Area is well situated to participate in the continuing economic growth of the Richmond Region. The Area lies within five miles of the City of Richmond's central business district, and existing or planned limited-access roads provide rapid access to all areas of the metropolitan region. Chippenham Parkway and Powhite Parkway currently provide access to the City of Richmond and to eastern Chesterfield County. The planned extension of Powhite Parkway will provide access to the rapidly growing communities in western Chesterfield County.

For purposes of this Study, the Development Area was divided into seven sub-areas, each of which has been analyzed for potential development opportunities and constraints. The sub-areas (see map 1) are defined as follows:

AREA I: All of the vacant land lying north of the proposed right-of-way of Powhite Parkway and bounded on the east by Chippenham Parkway, on the north by the Southern Railroad and to the west by Lake Page, Crestwood Elementary School, and residential developments.

AREA II: All that area lying south of the proposed right-of-way for Powhite Parkway, and bounded on the south by Jahnke Road and on the east by Chippenham Parkway.

AREA III: That area lying west of Glen Echo Place Subdivision, south of Jahnke Road, and north of the north boundary of that tract generally referred to as the "Call Estate."

AREA IV Glen Echo Place Subdivision.

AREA V: That tract referred to as the "Call Estate" for which the County has received a development proposal from B.J. Properties, Inc.

AREA VI: That area bounded on the north by the Call Estate, to the east by Chippenham Parkway, to the south by the north property line of Beaufont Mall, and to the west by the power line.

AREA VII: That area lying east of the right-of-way for Chinaberry Drive, west of Beaufont Mall, and north of commercial development fronting Route 60.

The size of each sub-area was determined by review of County Tax Assessors records, where possible. The area lying within the proposed right-of-way of Powhite Parkway was estimated and is not included in the estimated acreages detailed in Table 1.

TABLE 1

ESTIMATED ACREAGE OF SUB-PARCELS

I	=	114.65 Acres
II	=	47.50 Acres
III	=	8.09 Acres
IV	=	11.25 Acres
V	=	135.60 Acres
VI	=	54.26 Acres
VII	=	37.03 Acres

Land Use Plan For The Jahnke/Chippenham Development Area

Sub-Area I - Development of Sub-area I is constrained by the need to achieve better access to the property. Because access currently must be achieved through single-family residential neighborhoods, the Planning Department recommends that low density residential development occur in this area. The constraints imposed by Chippenham and Powhite Parkways

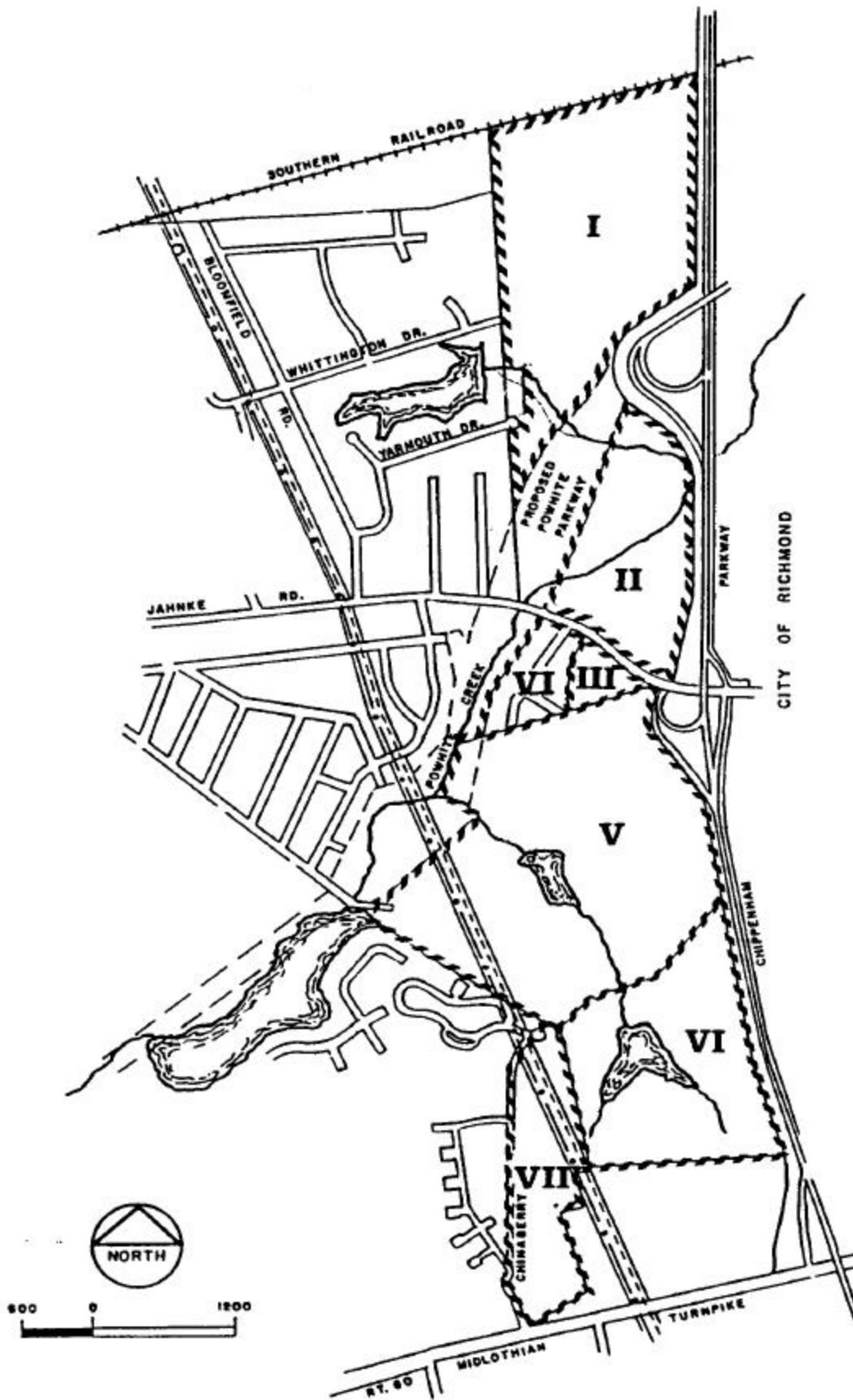
as well as the railroad to the north, indicate that residences be clustered and existing vegetation be preserved to the extent possible to lessen the impact of noise.

Early in the analysis of possible land use alternatives, Sub-area I was tested with an intensity of use higher than single-family residential. A road was assumed to access the property from the south across Powhite Parkway. The result was an unsatisfactory level of service at Jahnke Road. Hence, further consideration of higher intensity has been dropped. If the developer of this sub-area can achieve access that does not have an adverse traffic impact on residential areas, then soil conditions, topography, and surrounding land uses indicate that a higher level of use could be appropriate.

Sub-Area II - The sub-area has several severe constraints that must be accounted for in any proposed development. Unsuitable physical conditions are present over much of the sub-area. Areas of severe flood hazard and highly erodible soil types characterize the northern two-thirds of the sub-area. As well, noise from Powhite and Chippenham Parkways presents another constraint on development. A major opportunity, however, is afforded by the proximity of access to both Chippenham and Powhite and the visual exposure attainable. In combination, these factors suggest a non-residential use as most appropriate. The traffic generation study performed suggests that offices with some ancillary commercial use will be an appropriate development type. An office park concept is identified as the most feasible method for realizing the full potential of the sub-area while overcoming the limitations imposed by the topography. Sub-Area III Sub-area III's major limitation is its size. This, combined with the presence of some physically limiting features (flood hazard and high erosion soils) will prevent the kind of office park development envisioned for Sub-areas II and V. However, proximity to the major arterials indicates that some form of office development would be appropriate. Commercial land use has been excluded due to the adverse impact of traffic that would be generated on the site.

Sub-Area IV - Sub-area IV is already developed for single-family residential use. The quality of the residential environment will decline when Powhite Parkway is constructed adjacent to the subdivision. At the same time, the access and visibility characteristics of the area will be improved for non-residential uses. Given the other major developments occurring around this sub-area, some transition can be expected in the future. This transition should be directed toward

Map 1



small office uses that can occur in a manner that is compatible with the existing development of the sub-area.

Sub-Area V - The County has accepted a development proposal for Sub-area V, conditioned on an acceptable access plan being developed. This plan proposes that the development proposal is compatible with the physical character of the property and with existing and proposed uses in adjacent areas, and that, therefore, the original proposal of office development, to include a 300-room hotel be accepted.

Sub-Area VI - The development of Sub-area VI presents an opportunity to achieve a well-integrated land use pattern. The sub-area presents the opportunity to tie together the office, commercial, and residential activity proposed or existing on surrounding parcels. Physical limitations include large drainage ways and highly erodable soils. Enough suitable land remains, however, to achieve density and intensity patterns compatible with commercial activity to the south and office activity to the north. Some form of mixed use, to include high-density residential and office uses, is indicated. Pedestrian access to adjacent commercial development could help reduce traffic impacts, and aid in creating an integrated environment.

Sub-Area VII - Multi-family residential activity is recommended for this area. The sub-area is crossed by major utility rights of way which will pose a limitation on the amount of development achievable. Pedestrian access to Beaufont Mall and to commercial development on the parcel should be achieved from any residential areas in order to minimize traffic impact.

from the assumption used in this analysis. If, for instance, traffic generated by the development is less than assumed in this study, then higher intensities of land use might be workable. However, until such time as a more suitable road network is identified, or the assumptions of this study are proven to be overly conservative, staff recommends that the Plan be used as a guide for development of the area. If property owners and developers wish to pursue more intense land uses than indicated by this plan, then a plan amendment must be prepared which (1) is workable in terms of cost and feasibility, (2) includes an access plan acceptable to the VDH&T, and (3) is compatible with existing and planned development.

Basis for Future Plan Amendment

This Plan has been developed and is recommended based on the most workable solutions, so far identified, to the problems confronting development of the area. Two problems are of particular concern: maintaining a reasonable level of service on roads in and around the Development Area, and minimizing negative effects on existing development in the area.

The County recognizes that other solutions are possible. Different road networks might possibly be identified which would accommodate greater amounts of traffic and, hence, allow a higher intensity of land use. Additionally, future studies may find that actual conditions vary somewhat

DEVELOPMENT ALTERNATIVES

Sub - Area	Land-Use Description	Alternative Number						
		1	2	3	4	5	6	7
I	HMK No. - Office (SF)	1,000,000	0	0	0	0	0	0
	HMK No. - Commercial (SF)	1,000,000	0	0	0	0	0	0
	HMK No. - Hotel (Rms)	500	0	0	0	0	0	0
II	HMK (So. Powhlte) Office (SF)	750,000	750,000	373,000	308,000	308,000	373,000	373,000
	HMK (So. Powhlte) Hotel (Rms)	0	0	0	300	0	0	0
III	HMK (So. Jahnke) Office (SF)	0	0	63,500	0	0	63,500	63,500
	HMK (So. Jahnke) Hotel (Rms)	0	0	0	295	0	0	0
	HMK (So. Jahnke) Commercial (SF)	0	0	0	0	80,000	0	0
IV	Aldwell/Eureka Office (SF)	0	0	83,000	83,000	83,000	83,000	83,000
V	SPB Executive Park (SF)	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000
	SPB Hotel (Rms)	300	300	300	300	300	300	300
VI	Sitterding Office (SF)	300,000	300,000	127,700	127,700	127,700	127,700	127,700
	Sitterding Apartments (DU)	500	500	467	467	467	467	467
VII	Chinaberry Drive Commercial (SF)	245,000	245,000	122,500	122,500	122,500	0	0
	Chinaberry Drive Apartments (DU)	0	0	303	303	303	455	455
VIII	Tivoli Apartments (DU)	300	300	100	100	100	100	286

1985 REVISION TO THE JAHNKE/CHIPPENHAM DEVELOPMENT AREA LAND USE PLAN

Adopted By The Chesterfield County Board of
Supervisors
October 23, 1985

Prepared by:
Chesterfield County Planning Department

LIST OF PARTICIPANTS

BOARD OF SUPERVISORS:

Mr. G.H. Applegate, Chairman
Mr. Jesse J. Mayes, Vice Chairman
Mr. Harry G. Daniel
Mr. R. Garland Dodd
Mrs. Joan Girone

PLANNING COMMISSION:

Mr. David E. Thomas, Chairman
Mr. Kelly E. Miller, Vice Chairman
Mr. Frank Cowan
Mr. John R. O'Connor
Mr. Lawrence R. Belcher

Mr. Richard L. Hedrick, County Administrator
Mr. James P. Zook, Acting Director of Planning

Citizens of Chesterfield County

Background

The **Jahnke-Chippenham Development Land Use Plan** of 1983 considered seven alternative land use mixes, including residential, office, commercial and hotel land uses. The development area was divided into eight Sub-Areas as shown in the Sub-Area map attached hereto. Seven Land Use scenarios were evaluated with respect to compatibility and transportation impacts in the development area and are reflected on the attached chart titled "Development Alternatives." The 1983 Plan is attached as Appendix A of this report. Excerpts from the Transportation Section of the Jahnke-Chippenham Plan appear in Appendix B.

Upon evaluation of the seven land use alternatives, Alternative 7 was recommended and subsequently adopted by the Board of Supervisors. This alternative included 1,647 million square feet of office development, 300 hotel rooms and 1,902 multifamily residential units within the entire development area. The Plan evaluated the traffic impacts of the land uses and transportation network recommended in Alternative 7 on the intersections of Chinaberry Boulevard/Midlothian Turnpike; Jahnke Road/Chinaberry Boulevard; and Chippenham Parkway/Jahnke Road. Traffic service at Chinaberry Boulevard/Midlothian Turnpike was projected at a level of service "F" in both AM and PM peak hours. At Jahnke Road/Chinaberry Boulevard, the level of service was projected at "B" in the AM peak hour and "C/D" in the PM peak hour.

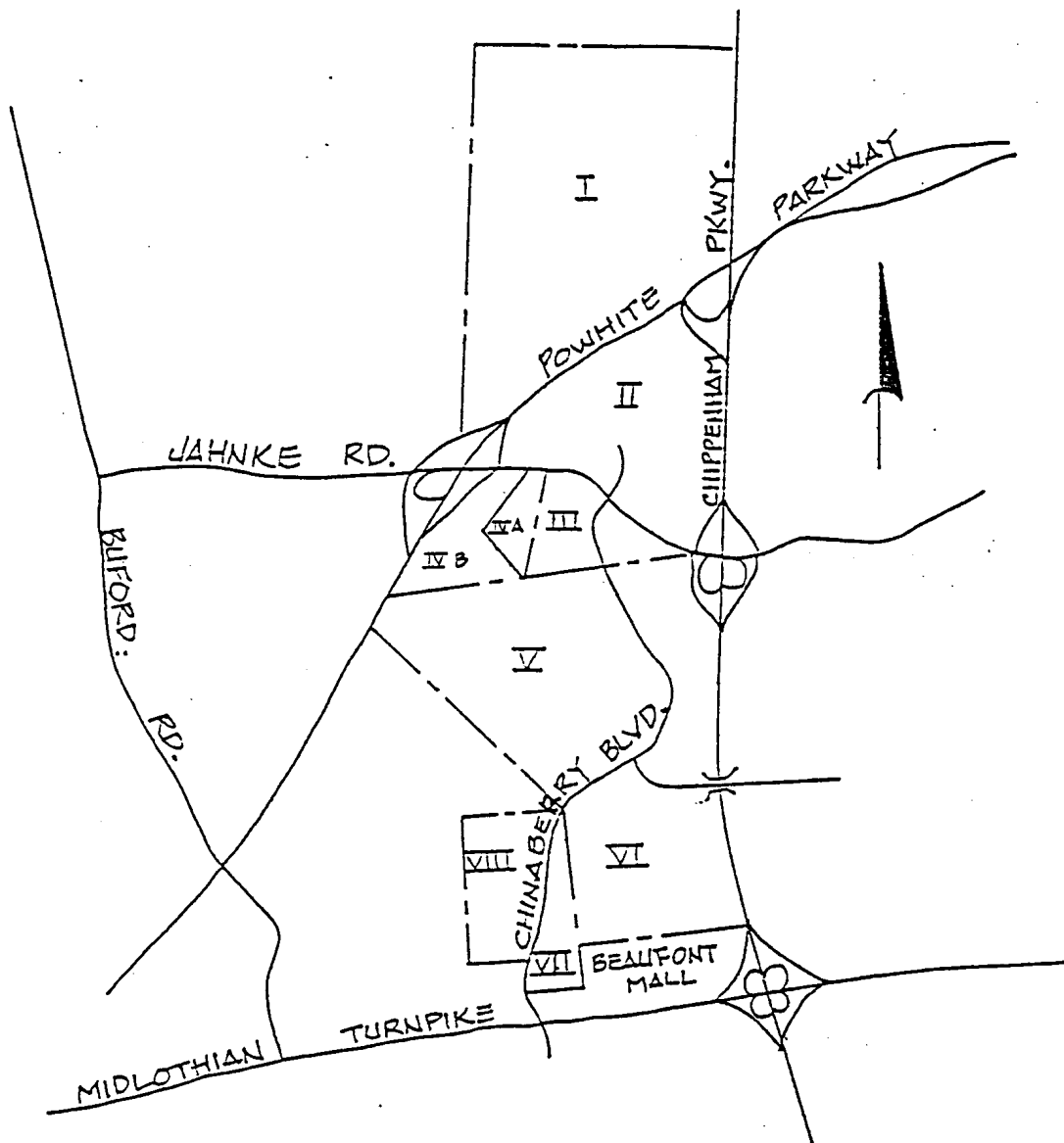
At the Chippenham Parkway/Jahnke Road southbound and northbound ramps, the level of service was projected at "A" in the AM peak hour and "B" in the PM peak hour. The Plan identified road improvements which are necessary to accommodate development as identified in Alternative 7. The major road improvements included:

1. Powhite Parkway Extension;
2. Chinaberry Boulevard Extension from Midlothian Turnpike to Jahnke Road;
3. A north/south road aligned with Chinaberry Boulevard at Jahnke Road extended north into Sub-Area II;
4. Widening of Jahnke Road;
5. Cloverleaf interchange at Jahnke/Chippenham; and
6. Carnation Drive Extension.

The Plan indicated that alternative development densities could be considered provided that an improved road network could be designed and constructed which would accommodate development traffic.

Since adoption of the Plan, a proposal has been submitted for development in Sub-Areas I, II, III and part of IV which differs from the densities and land uses permitted in the adopted plan. The proposal includes direct access to Powhite Parkway and other road improvements which are necessary to accommodate traffic volumes at acceptable levels of service.

The adopted plan states that "if property owners and developers wish to pursue more intense land uses than indicated by this plan, then a plan



Map 1 Sub Area Map

DEVELOPMENT ALTERNATIVES

Sub-Area	Land Use Description	Alternative Number							
		1	2	3	4	5	6	7	8
I	Office	(SF) 1,000,000	0	0	0	0	0	0	950,000
	Commercial	(SF) 1,000,000	0	0	0	0	0	0	850,000
	Hotel	(Rms) 500	0	0	0	0	0	0	350
Residential									
II	Office	(SF) 750,000	750,000	373,000	308,000	308,000	373,000	373,000	350,000
	Hotel	(Rms) 0	0	0	300	0	0	0	250
III	Office	(SF) 0	0	63,500	0	0	63,500	63,500	147,200
	Hotel	(Rms) 0	0	0	295	0	0	0	300
	Commercial	(SF) 0	0	0	0	80,000	0	0	16,709
IV(a)	Office	(SF)							72,800
	Commercial	(SF)							8,300
IV(b)	Office	(SF) 0	0	83,000	83,000	83,000	83,000	83,000	56,900
	Hotel	(Rms) 300	300	300	300	300	300	300	300
V	Office	(SF) 1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000
	Hotel	(Rms) 300	300	300	300	300	300	300	300
VI	Office	(SF) 300,000	300,000	127,700	127,700	127,700	127,700	127,700	220,000 ¹
	Residential	(DU) 500	500	467	467	467	467	467	285
VII	Commercial	(SF) 245,000	245,000	122,500	122,500	122,500	0	0	20,900 ³
	Residential	(DU) 0	0	303	303	303	455	455	0 ³
VIII	Residential	(DU) 300	300	100	100	100	100	286	980 ²

¹ 284 of these units are already built.

² 694 of these units are already built.

³ Of the 23 vacant acres, approximately 18 acres are open space associated with the 285 apartments in Sub-Area VI, and the remaining 7 acres is presently under consideration for an automobile dealership.

amendment must be prepared..." As per the guidance of the Plan, the developer has submitted a request for amendment. Therefore, the land use amendment in conjunction with the zoning application has been prepared for the Commission's and Board's consideration.

This amendment also includes changes to the Plan which are not related to the developer's request. The need for such amendment is explained in Section II of this report.

Proposed Amendments To The 1983 Plan

- I. The following change in the Plan is recommended as a response to the developer's request.

An Alternative 8 should be added to the Table following page nine of the Plan to change the land uses and densities for Sub-Areas I, II, III and part of IV(a). Achievement of the proposed densities in Alternative 8 is based upon development of a land use proposal and a corresponding road network which will function at acceptable levels of service and be compatible with existing or planned residential areas. The developer's current land use proposal is somewhat different than the land use proposal on which this traffic analysis was based. Conceptually, staff endorses the developer's land use and transportation proposal reflected in the zoning request. As this amendment addresses changes in the land use portions of the adopted plan, it should be recognized that the developer must still reconcile through further traffic analysis, the exact road network necessary to accommodate the desired land use densities. The reconciliation can occur in the development review process, absent the need for a plan amendment. Further, it should be noted that the densities shown in Alternative 8 may be reduced as a result of this review process to obtain acceptable levels of service for the road network.

- II. The following changes are recommended based upon staff review of the Plan. The changes are not related to the developer's request, but are to allow flexibility through the zoning and development review process.
 - A. The 1983 Plan states that "if property owners/developers wish to pursue more intense land uses than in this Plan, then a plan amendment must be prepared...". The use of the phrase "must be

prepared" is overly restrictive language for use in a general plan. When strictly interpreted, the phraseology requires that minor changes in land use which have negligible effects would require plan amendment. This practice is not consistent with the intent or purpose of comprehensive or general plans. However, plan amendment may be necessary for major changes. With the amendment, Planning staff would have the initial discretion for determining a major or minor change, however, the Staff's determination is subject to Planning Commission and Board of Supervisors action.

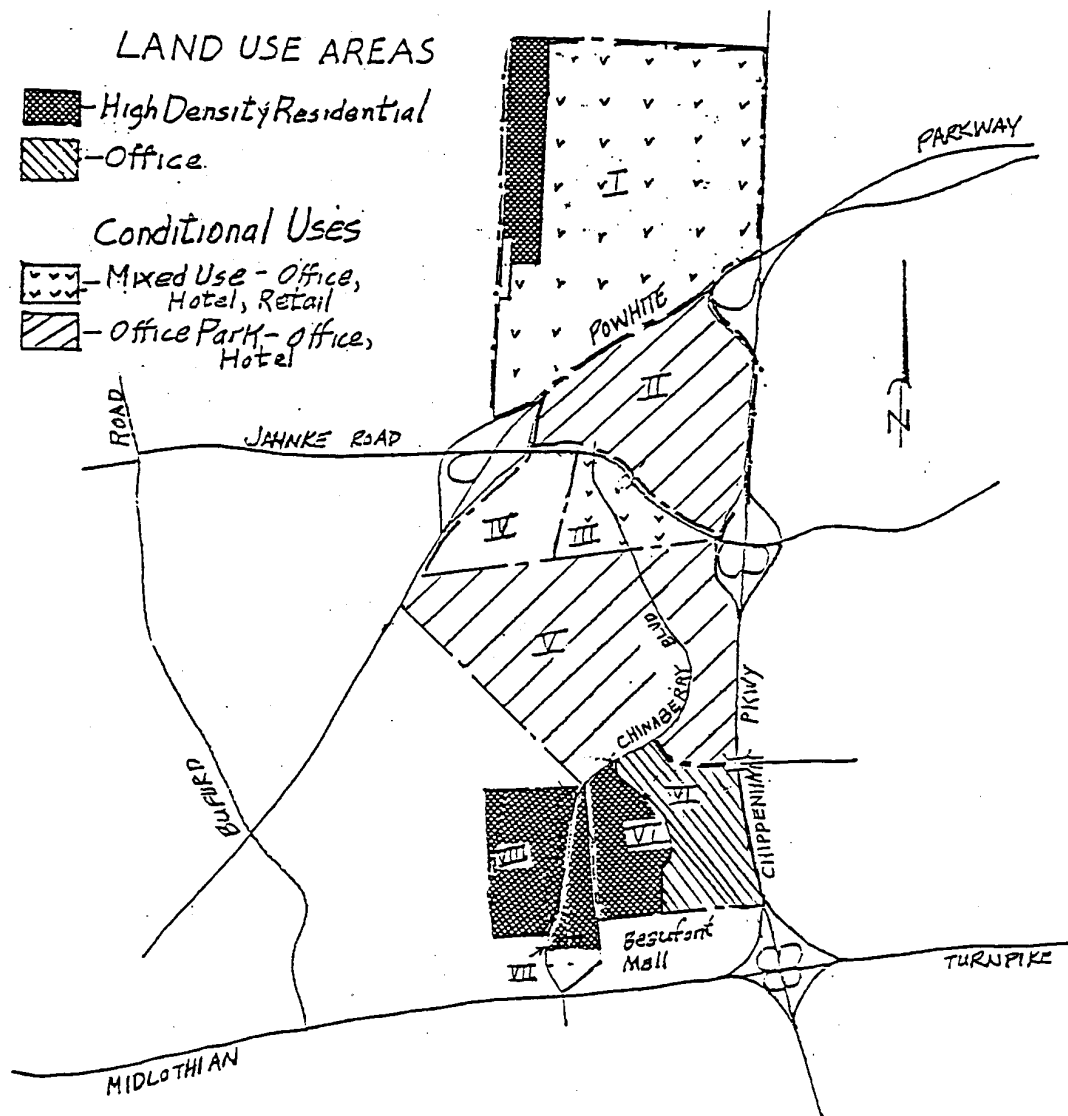
1. Major policies which may be used as a guide for determination through the zoning process of the necessity for Plan amendment include:

2. The Planning Commission and Board accept evidence that roads within the plan area will have acceptable levels of service or that the change in service levels is not significant.

3. The impacts of the land use changes on existing development are the same or more favorable than those expected from the land uses recommended in the Plan and are generally compatible with existing and projected area development.

Therefore, staff recommends that in the above phrase the words "must be prepared" be replaced with the words "may be required."

- B. The transportation plan reflected in the adopted plan explicitly details road location and configuration. For example, the Plan shows double left and double right turn lanes at Chinaberry Boulevard and Jahnke Road. The need for the specific road improvements, their character and location should be generally guided by Voorhees, but not mandated. Traffic analysis accomplished subsequent to the Plan adoption may reveal that alternative road locations and configurations yield acceptable levels of service. Therefore, staff recommends that traffic analysis and road plans prepared in conjunction with zoning cases which are found to be acceptable to the Board may be accepted as in general compliance with the Plan. However, the Voorhees Plan should still be considered the basic transportation network for the study area.

**Map 2 Land Use Categories**